CHAPTER 25A
Transit-Oriented Development

INTENT

Transit-oriented development (TOD) is high-density, multi-family housing and mixed-use development designed to encourage accessible, active, pedestrian-oriented areas within walking distance of transit. The purpose of implementing TOD in San Jose is to reduce trips on freeways, expressways, major collectors and arterials while maintaining access for automobiles so that there are alternative routes for local trips by:

- Locating more housing near transit;
- Locating more neighborhood-serving retail and office uses near transit and housing;
- Connecting streets and paths for pedestrians and cyclists to and through the TOD; and
- Creating viable retail spaces for various types of tenants.

TOD is important in San Jose because it promotes:

- Active pedestrian environments;
- Transit ridership;
- Shared parking and lower parking-to-occupant ratios; and
- Intensification of existing and development of new neighborhood business districts.

In order for TOD development to be successful in San Jose, a strong relationship between development and transit and an understanding of how transit works in tandem with surrounding development is necessary. This understanding begins with: (1) defining locations and sites with General Plan and use designations where TOD should occur; (2) describing a conceptual framework in which existing and prospective development and transit can relate and complement each other; (3) understanding the challenges to implementing those concepts; (4) defining the components of TOD; and (5) describing how to complete a Planning Context Assessment.

The Planning Context Assessment will function as the primary TOD design analysis tool to ensure all proposed development within designated areas implements the components and concepts of TOD and contributes to its realization.

Locations and Land Use Designations

Transit-oriented developments should occur in the following locations and sites with land use designations as defined by the General Plan:

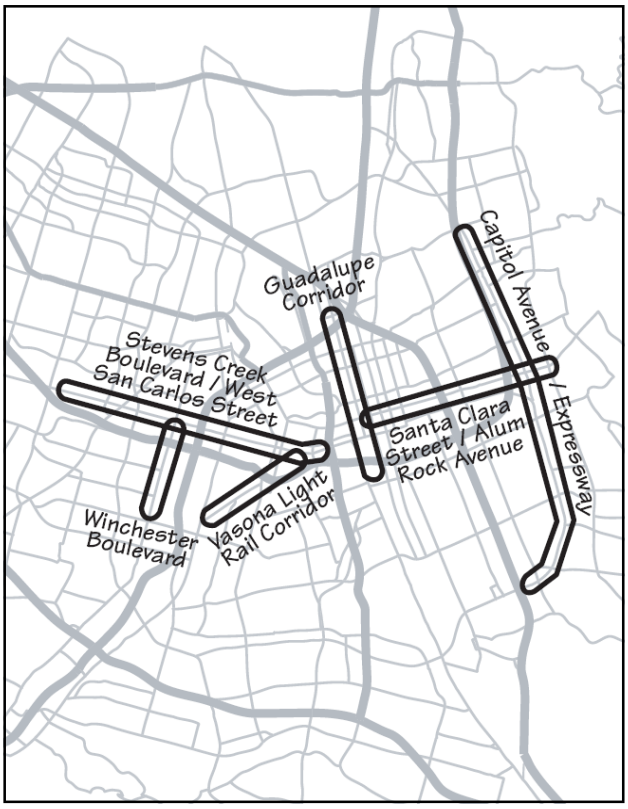

Fig. 25a-1: Transit-Oriented Development Corridors in San Jose.

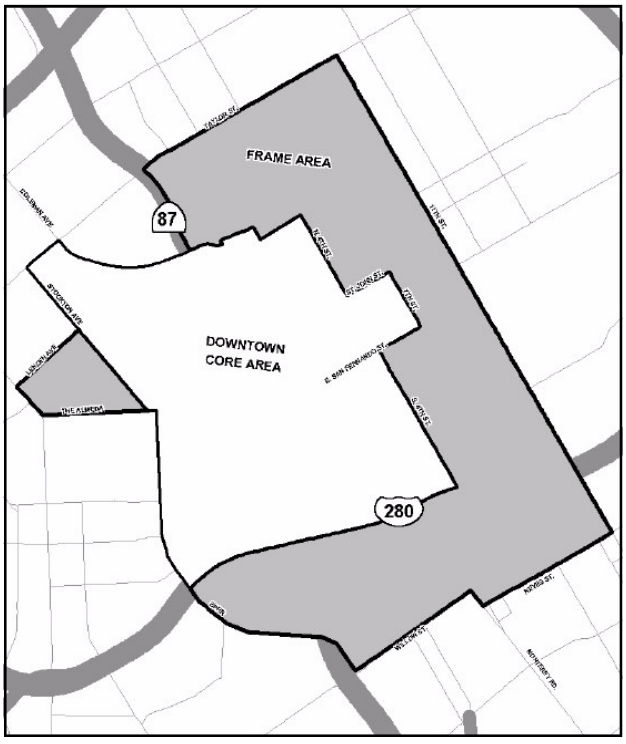

Fig. 25a-2: Downtown Core and Frame Area.

- Transit-Oriented Development Corridors (Fig. 25a-1);
- Downtown Core and Frame Area (Fig. 25a-2); sites zoned DC Downtown Primary Commercial are exempt from the Transit-Oriented Development Guidelines and are subject to *Downtown Development Guidelines*. All other sites should refer to this chapter and other applicable chapters of the Residential Design Guidelines.
- BART Station Area Nodes;
- Sites with the land use designation Transit Corridor Residential (20+ DU/AC), High Density Residential (25-50 DU/AC), or Transit Employment Residential (55+ DU/AC); and
- Locations within 2,000 feet of an existing or proposed Light Rail Transit Station, or within 3,000 feet of a BART Station, where a minimum density of at least 20 dwelling units per acre is intended.

*Note: Unless stated otherwise, DU/AC is defined as net dwelling units per acre. Height is measured from finished grade. For all development in the Downtown Core Area please refer to the following documents: Downtown Design Guidelines; Downtown Historic Commercial District Guidelines; Downtown Streetscape Master Plan; Downtown Lighting Master Plan; Downtown Parking Management Plan; Downtown Strategy 2000; Guadalupe River Park and Garden Urban Design Guidelines for Development Adjacent to the Guadalupe River; Strategic Development Plans as applicable; Neighborhood Improvement Plans as applicable; and other Planning Division and Redevelopment Agency plans, policies, and guidelines, as applicable.

Transit-Oriented Development Concept

A TOD area:

- Is focused on transit and pedestrian circulation.
- Is organized around an identifiable center, where transportation, basic services, and public gathering places are concentrated.
- Provides area-wide pedestrian access, particularly to the TOD center and transit facilities.
- Includes complementary land uses appropriate for TOD such as high-density residential and neighborhood-serving commercial uses.

- Offers usable and accessible parks and other public spaces, and avoids creating barriers or unnecessarily increasing walking distances between transit, services, and housing.
- Transitions appropriately between land use, density and scale of new and existing development to protect privacy and security.

Fig. 25a-3: Appropriate massing, scale, and variation of building facades.

Challenges to Implementing TOD in San Jose

Understanding the challenges to implementing TOD in San Jose is important because perceptions, whether correct or incorrect, can influence the design of a specific development that may adversely affect the success of the TOD as a whole. TOD area circulation, for example, can be significantly impacted if a large site or critically located small site is developed without flexibility for future dedicated pedestrian and bike paths or shared parking solutions. The following are common challenges to implementing TOD in San Jose:

- Perception that TOD will negatively affect the character of a neighborhood or depress property values;
- Perception that TOD entails higher risks and is difficult to finance;
- Perception that no market for TOD exists;
- The failure of existing land-use patterns and infrastructure to accommodate TOD;
- Negotiating challenges specific to building TOD on smaller urban infill and redevelopment sites; and
- Difficulty implementing a complete and integrated network of dedicated pedestrian and bike paths.

Acknowledging these challenges early can help ensure new development in TOD areas is flexible and complements existing and future developments.

Fig. 25a-4: Neighborhood-serving commercial development near a transit stop.

GUIDELINES

To facilitate development that conforms to TOD concepts and to assist in overcoming the challenges of implementing TOD in San Jose, a Planning Context Assessment Map should be completed for each proposed development in a TOD Node or Corridor.

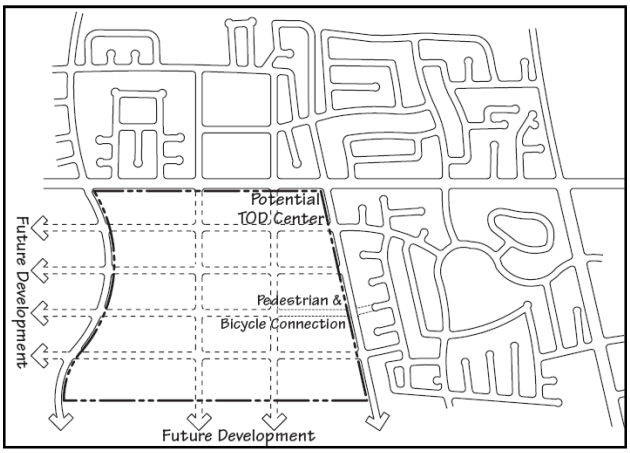

Fig. 25a-5: Pedestrian-friendly development patterns enhance the transit-oriented character of new development.

A. Planning Context Assessment Map

A Planning Context Assessment Map should function as a primary TOD design analysis tool to evaluate specific proposed development in the broader context of a TOD area and its surrounding land uses. The purpose of the Assessment is to determine the degree of conformance to adopted City Council Policies, Ordinances, and Guidelines, and to the concepts described in this chapter. In particular, the Assessment will help assess the potential for the project to incorporate non-residential uses and specific TOD components of listed below to satisfy the needs of the new TOD, as well as existing and future development in the vicinity.

Applicants should complete a Planning Context Assessment Map to provide the information listed below at two scales: one showing the proposed development site in the existing context of the entire TOD area (within 2,000 feet of a light rail station, 3,000-foot radius of a planned future BART station, or within a TOD Corridor) and one showing the proposed development site in the immediate context of adjacent parcels. Information from parcels outside of, but adjacent to, the boundaries of the TOD areas should also be included in the Assessment. The Assessment should include the following:

1. Existing circulation network (streets, sidewalks, pedestrian paths and bicycle paths, with stub-outs clearly indicated on adjacent parcels).
2. Proposed circulation network for the development site in relationship to its immediate context and in connecting to existing or planned transit stops/ stations.
3. Footprint of proposed development.
4. Current land use, density, and intensity of use for developed sites.
5. Adopted General Plan land use designations and Zoning Districts for undeveloped sites.
6. General Plan land use designations and Zoning Districts for sites immediately adjacent to the proposed development site.
7. The location of any existing or planned Bus Rapid Transit and Light Rail Transit stops.
8. The location of any planned BART station.
9. Relevant elements of adopted Strong Neighborhoods

Initiative (SNI) Plans, Specific Plans or Planned Developments on or surrounding the proposed development site.

B. Components of Transit-Oriented Development

Every TOD area should be developed to encourage multiple access points for existing and planned transit stops or stations. The TOD area should include the introduction of alternative transportation options such as dedicated pedestrian and bike paths. Every site within a TOD area, regardless of size, should contribute to:

1. **Neighborhood compatibility** with surrounding uses and neighborhoods through **building massing and orientation.**
2. **Mixed-use, high-density residential** buildings with minimal or no front setback.
3. **Ground floor retail** or commercial office space adjacent to transit and located along principal pedestrian paths, highly visible to all transit modes.
4. **Improved pedestrian access** using smaller blocks, pedestrian paseos, multiple building entrances, and dedicated pedestrian and bike paths.
5. **Improved streetscapes,** including widened sidewalks (especially where ground floor retail or offices uses occur) and pedestrian scale street lighting, signage and landscaping.
6. **Parking located behind buildings,** including alternative parking solutions such as shared parking, and lower parking-to-occupancy ratios, and increased bicycle parking.
7. For development located within Core Areas or for developments that include mid- or high-rise residential development, less private open space should be balanced by more common and **active public space** (parks, plazas etc.).

The Development Plan set should include explicit illustrations of these components early in the planning process.

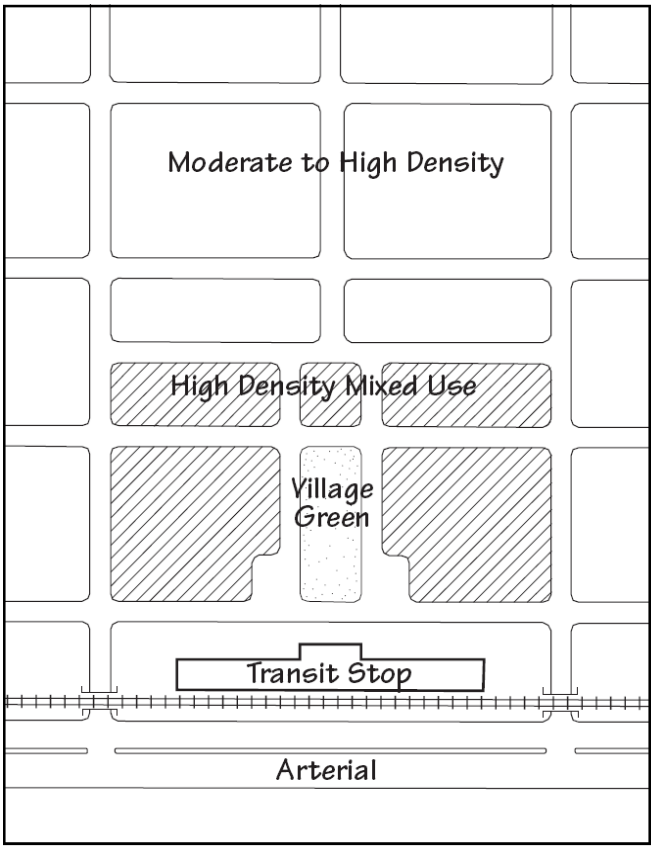

Fig. 25a-6: Higher densities should be closest to transit stops.

C. Neighborhood Compatibility

TOD should be well integrated with existing surrounding uses and neighborhoods, by providing

Fig 25a-7: Avalon at Cahill Park: Mirrored interface between existing and new buildings.

Fig 25a-8: Santana Row: Varied building facades.

Fig 25a-9: North Park: Minimal front setbacks encourage pedestrian activity.

amenities and services that serve the larger area, by creating appropriate scale transitions in building and orientation, and by avoiding traffic and parking intrusion. More specifically:

1. Apply appropriate setbacks and building separations where different housing types abut or face one another within a TOD node or corridor.
2. Mirror buildings on the perimeter of new and existing development: back-to-back, side-to-side or, where a street or open space intervenes, face-to-face.
3. Create interesting and varied building facades that reinforce street activity, visual interest and "eyes on the street". Create changes in elevations and facade planes at intervals approximately every 30 feet.
4. Introduce building stepbacks for floors above a height of 50 feet to maximize solar access to at least one side of the street for as much of the day as possible.
5. Buildings along pedestrian routes are encouraged to have frontages with minimal or no setback.

D. Mixed-Use High Density Development

Mixed-use development within a TOD area consists of a vertical or horizontal combination of commercial, civic, or recreational uses into a primarily residential building. Within TOD Corridors and Nodes, mixed-use development should be located along principal pedestrian routes between transit and housing and adjacent to transit stops and stations. A broad range of non-residential uses should be available to satisfy the day-to-day needs of nearby development. Larger transit-oriented developments can also contain employment uses that draw from a larger area than the immediate TOD.

1. Guidelines for various housing types and densities should be aggregated for the whole TOD node or corridor. In general, a minimum average density of 55 dwelling units per acre should be the baseline for TOD areas with higher densities clustered nearest to transit stops and stations.
2. For mixed-use development (25-40 DU/AC) also refer to Chapter 25.

1.

3. For mid-rise (40-90 DU/AC, 50-150 feet in height) and high-rise (90+ DU/AC, 150+ feet tall) residential development also refer to Chapter 26.

E. Ground Floor Retail

Retail should be located on the principal pedestrian routes adjacent to transit stops and stations. Additionally, retail should maintain a high level of visibility to all modes of transit. Shops should surround the TOD center and line pedestrian routes without setbacks and with minimal interruptions in the street wall. Principal entrances should face pedestrian right of ways. Parking, loading and trash should be located away from the pedestrian route, preferably with access from alleys or side streets.

Retail uses should include shops and restaurants that serve daily needs and generate high levels of pedestrian traffic. Less intense uses, such as professional offices, should be located off of the main pedestrian routes or in second-story spaces.

Where the initial demand for retail is insufficient to occupy all the retail space provided, mixed-use buildings should be designed with sufficient ceiling heights and depths so that they can initially be occupied by housing, workshops or live-work space and later converted to retail. Such space should have at least 30 feet clear depth with an additional minimum 15 feet back of house with provisions for deliveries, trash and cooking exhaust ducts.

Retail spaces should have a clear interior height of at least 18 feet (including HVAC, sprinklers, lights and ceiling system). This usually translates into an approximately 21 foot floor-to-floor height. Lower heights could potentially be more suitable on a project-by-project basis for smaller developments in less intensive transit corridors.

Additionally, retail spaces should provide conveniently located utilities/stubs to tenant spaces so that they are not visible by pedestrians. Integrate utilities for various uses within the building.

Public and semi-public uses, such as libraries, post offices and day-care facilities, should be located in the TOD area center near transit and front onto a public gathering space. All ground-floor retail space should be equipped with pedestrian-friendly signage, such as fin signs.

Fig. 25a-10: Pedestrian-oriented retail at transit stop. Retail and transit are mutually supportive and reinforcing.

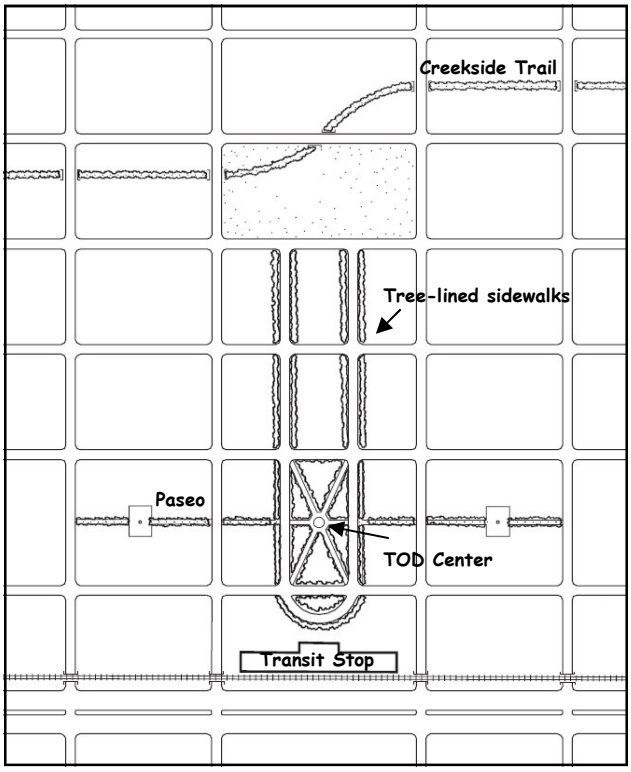

Fig. 25a-11: Open Space Hierarchy— Broad tree-shaded sidewalks link the TOD center and neighborhood parks. Paseos and creekside trails extend the open space system to adjacent neighborhoods and community parks.

F. Private, Common, and Public Spaces

TOD should include amenity-rich public gathering spaces that reinforce a sense of neighborhood. Such spaces should be located near transit and principal pedestrian routes and should be designed for recreation and organized community activities**.**

New TOD should satisfy the requirements for common and private open space for the proposed housing type(s). Required setbacks and building separations should not be counted as common open space. Up to one half of the common open space required may be satisfied by dedicated public open space (other than riparian corridors or other environmentally sensitive open spaces), provided that the public open space has not been used to satisfy common open space requirements for other development. Applicants will work with City departments, particularly the Planning Division and Parks, Recreation and Neighborhood Services in the planning and design of public open space. Public parks must meet the requirements of the City Council approved Parkland Dedication Ordinance.

In designing open spaces, applicants should:

1. Introduce a range of accessible (common, private and public) open spaces (e.g., parks, plazas, courtyards, and paseos) to provide amenities to the TOD. Common open space should be centrally-located where pedestrian circulation is busiest. (generally towards the transit stop).
2. Design open spaces and the pedestrian circulation network as a hierarchical system of public spaces (i.e., rather than residual spaces between buildings) with activities along the path of travel that promote security, interest and comfort; and include retail, recreation, seating, and other amenities.
3. Centralize extensive common open space and school playing fields within the development but located away from transit and the central retail area to avoid large breaks in pedestrian routes that might otherwise push housing beyond walking distance.
4. Incorporate creeks, riparian habitat, existing vegetation and other environmental features as an integral part of the design of a transit-oriented development.
5. In general, promote less private and more public

open space in a range of sizes and uses, particularly for development located within Core Areas or for development that includes mid- or high-rise residential development.

G. Pedestrian and Bicycle Access and Streetscapes

Through building setbacks and public access easements (or street width reductions as permitted by the City of San Jose) existing sidewalks on fronting arterials should be widened, so that such sidewalks have a minimum dimension of 15 feet, including the parkstrip, instead of the typical 8-10 feet. This additional width allows flexibility in the design of sidewalk and parkstrip widths depending on the overall design of the node or corridor.

To encourage and maximize pedestrian activity, new TODs should focus on the following design objectives:

1. Eliminate security fences or gates between areas of different housing types or between housing and non-residential uses except to protect the privacy and security of private open space. Where appropriate and practical, incorporate public through-routes with line-of-sight connections to adjacent neighborhoods without barriers, fences, gates or signs that imply that the route is for use of the development's residents only.
2. Integrate the public circulation systems of new and existing development, so that residents of the existing development have direct and safe access to transit and the amenities and services of the transit-oriented development node or corridor.
3. Establish a pattern of development with streets and pedestrian and bicycle linkages that provides clear, convenient, direct, and safe access to transit.
4. Create a pattern of vehicular, bicycle and pedestrian circulation that links existing and proposed housing with existing and planned commercial and community uses to encourage multi-modal transportation.
5. Design pedestrian and bicycle routes to radiate out from transit stops and transit-oriented centers. Where they follow streets, sidewalks should be broad with parkstrips and parallel parking to buffer pedestrians from traffic. Minimize curb cuts for driveways. Provide convenient bicycle parking choices.

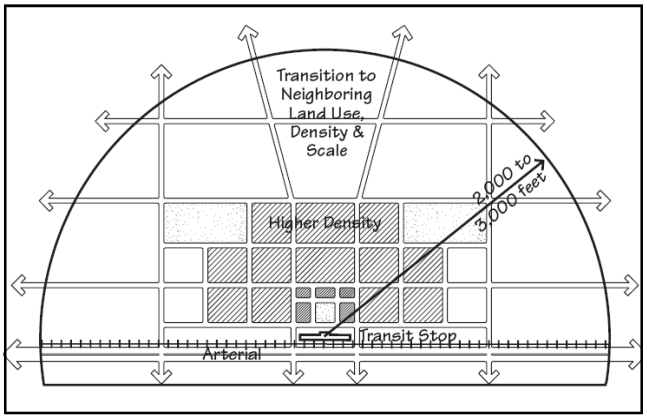

Fig. 25a-12: Pedestrian access hierarchy.

Fig. 25a-13: Narrower sidewalks should leave room for street trees and planting beds to buffer pedestrians from traffic. Corner "bulb-outs" with planting calm traffic, improve sightlines, and shorten crosswalk distances, as in this photo of Santana Row.

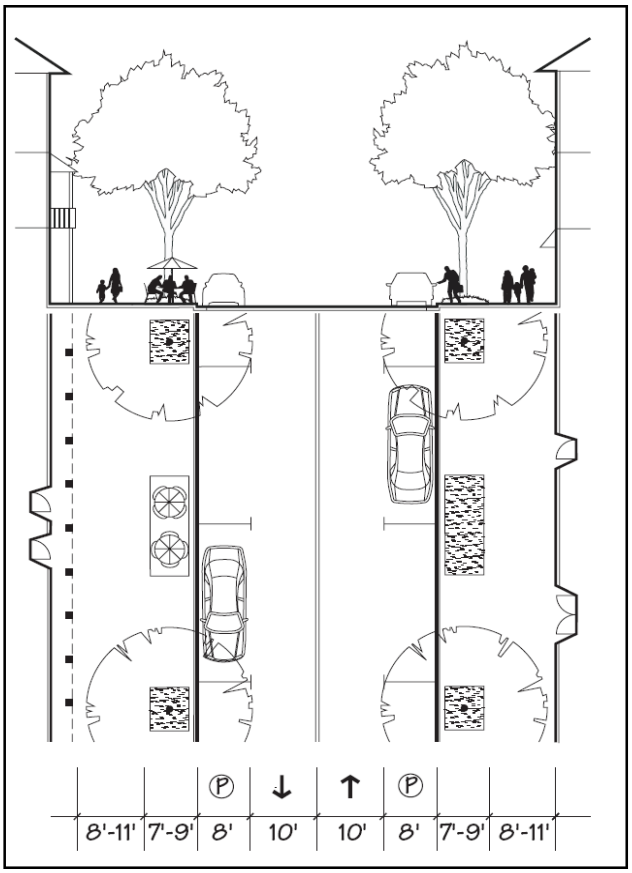

Fig. 25a-14: Mixed-Use Street: The curb-to-curb dimension should be the minimum necessary for parallel parking on both sides and fire access (typically 20 feet clear). Sidewalks should be 14 to 20 feet wide overall, leaving generous space for planting, cafes and street furniture, such as benches and tables.

6. Lay out streets and pedestrian and bicycle routes in an approximate grid to permit direct connections within a development. Where cul-de-sacs cannot be avoided, pedestrian and bicycle paths should continue through to adjacent streets and development.

7. Connect streets and paths directly to and through abutting development to provide access to transit, shopping, and other services and to provide alternate routes for local trips. Where the new TOD abuts vacant land or property expected to be redeveloped, streets and paths should stub out at the perimeter property to provide opportunities for future connections.

8. Scale existing streets to reduce the dominance of the automobile and to expand the usable pedestrian and bicycle environment. Employ traffic calming techniques, such as those in *Community Design & Transportation: A Manual of Best Practices for Integrating Transportation and Land Use* (Valley Transportation Authority 2003). Implement Bay Area Air Quality Management District emissions reduction recommendations. Applicants will work with City staff, especially Planning and Public Works, in the design and planning of streetscapes. For sites within the Downtown Core Area, please refer to the Downtown Streetscape Master Plan and the Downtown Design Guidelines.

9. Widen building setbacks and public access easements or street width reductions (as permitted by the City of San Jose) to existing sidewalks on fronting arterials, so that such sidewalks have a minimum dimension of 15 feet including the parkstrip against the curb.

10. Orient commercial uses to the street with setbacks provided only to create a more comfortable pedestrian realm. In no case should ground level uses be greater than 25 feet from the curb, unless it is demonstrated that increased setbacks will contribute to a more active pedestrian environment (e.g. plazas, cafe zones, etc.). Include pedestrian-scale signage on retail frontages.

11. Create engaging residential street frontages with porches, stoops, and building entries. Provide landscaped setbacks up to 10 or 15 feet in depth. Locate building and unit entries at intervals not to exceed 30 feet. Every unit with street-level space

fronting a pedestrian street should have its own entry. The floor elevation of street-level units should be at least 18 inches and no more than 48 inches above grade.

12. Utilize a grid street pattern of small blocks that incorporate bike lanes into the street, or use paseos to create mid-block pedestrian paths when the introduction of a smaller grid street pattern for vehicles and pedestrians is not possible.
13. Implement narrow streets with wider sidewalks and introduce street trees, pedestrian-scale streetlights and pedestrian-friendly signage. For additional guidance please refer to the San Jose Redevelopment Agency's Downtown Streetscape Master Plan.

H. Vehicular Parking

On-street parallel parking and parking behind buildings in TOD corridors along with shared parking arrangements complements the pedestrian character of the street front. At the same time, lower parking-to-occupancy ratios encourage transit ridership.

Employ reduced parking standards for mixed-use development, including joint use and shared parking among uses with staggered peaks. For residential parking standards, refer to Chapter 8 of these guidelines.

Provide sufficient park-and-ride facilities for commuters to avoid significant parking impacts on new and existing development. Developers are encouraged to optimize parking by creating shared parking structures with other developments, the Valley Transportation Authority (VTA), and existing businesses owners and residents in the TOD corridor.

The location of vehicle parking is essential in meeting the goals of a pedestrian-friendly, transit-supported public realm. Reference the following design objectives when designing vehicle parking:

1. Locate parking garages behind fronting uses to minimize their impact on the pedestrian environment.
2. Locate and configure surface parking facilities to minimize disruption of the pedestrian system. Utilize secondary streets and alleys away from the principal pedestrian routes as access points for off-street parking and loading. Provide a clear route, such as a mid-block paseo, between the street frontage and surface parking areas.

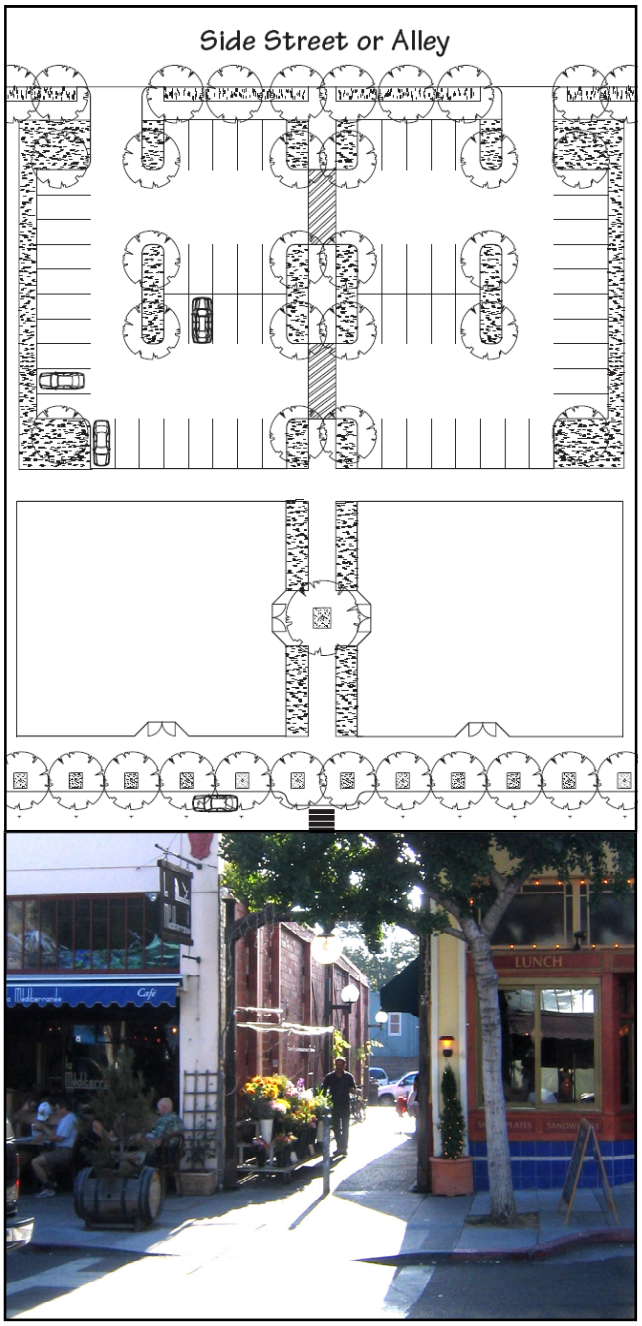

Fig. 25a-15: Parking at Rear with Paseo: To maintain a continuous active street frontage, parking should be located to the rear of buildings and be accessed from a side street or alley. Pedestrian paseos with active uses and attractive landscaping should link parking with the street frontage.

3. Maximize on-street parking to promote convenience and to complement the pedestrian character of the street frontage. New streets should include parking on both or alternating sides of the street. In mixed-use projects, where feasible, provide guest and retail parking on street.
4. Locate parking spaces within the building or orient all parking facilities away from public streets and pedestrian corridors.

H. Bicycle Parking

The location and quantity of bicycle parking is also essential in creative effective transit-oriented development. For commercial and office buildings, bicycle parking for 5% or more of all building users should be provided within 200 yards of a building entrance. For residential buildings, secure covered bicycle storage facilities should be provided for at least 15% of building residents.